

Tilley Award 2006

Application form

Please ensure that you have read the guidance before completing this form. By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the Guidance. Please complete the following form in full and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

Main award

Criminal Damage Award

Both Awards

1. Details of application

Title of the project **Safer Homes Scheme**

Name of force/agency/CDRP: **Carlisle and Eden Crime and Disorder Reduction Partnership**

Name of one contact person with position/rank (this should be one of the authors):

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Name of endorsing senior representative **Mr Neil Rhodes**

Position and rank of endorsing senior representatives(s) **Assistant Chief Constable**

Full address of endorsing senior representatives(s)

**Cumbria Constabulary
Carleton Hall
Penrith
Cumbria Constabulary CA10 2AU**

2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

The 2001 Audit of Crime and Disorder identified that domestic burglary was the crime people feared becoming a victim of most. In Eden District, this had increased by 11% since the last survey. Domestic burglary was also a priority crime for both the Police and Local Authorities.

Since 1999, Carlisle and Eden's CDRPs have invested heavily in a variety of projects to reduce risk of victimisation, repeat victimisation and fears of victimisation.

Inspections of the five projects sponsored by the Carlisle and Eden CDRP highlighted schemes that;

- Were inflexible, with complex and restrictive referral criteria,
- Which resulted in under use and a poor return on investment,
- Had poor project management arrangements,
- Had poor evaluation, with predominantly anecdotal evidence of success.

Analysis indicated that a single, non discriminatory, service, with dedicated administrative support, was necessary to eliminate problems of previous partnership schemes.

In 2003, the Police Community Safety Unit researched possible alternative delivery mechanisms. 'Handy van' schemes from across the Country were visited and researched, and local stakeholders consulted, before a plan was submitted to the CDRP Leadership Group for Partnership approval.

The **Safer Homes Scheme** was agreed by the partnership. It provides a mobile response unit, staffed by one full time joiner (supported by a part time administrator), who delivers a small package of measures (target hardening products, advice, and signposting to partner agencies), aimed at reducing the risk of victimisation, repeat victimisation, and reducing the fear of crime.

The principle objectives of the scheme at the start were to;

- Increase the number of people across Carlisle and Eden accessing this CDRP service
- Improve efficiency in respect of CDRP Investment
- Create a simple, non discriminatory service system which did not stifle access,
- Provide tangible evidence of success in tackling fear of crime and risks of repeat victimisation.

The objectives would be evaluated utilizing Audit data, police crime and survey data, information maintained by the scheme administrator, partnership finance data, and client feedback.

This application will show how the project;

- Increased the number of people accessing like services by 50%
- Reduced the average cost per visit from £210.53 to £91.42
- Reduced actual levels of crime, repeat victimisation, and fear of crime.
- Generated income of £77,304.28
- Made genuine cost savings to the CDRP of £206,419.52

3. Description of project

Describe the project following the guidance given in no more than 4000 words

Scanning:

In 1998 the Crime and Disorder Act came into being. It required that Local Authorities and the Police audit crime and disorder in their areas and formulate joint strategies to address issues identified in the audit. This audit identified that the crime people feared most was being a victim of burglary.

This information, coupled with Police and Local Authority performance indicators associated with victimisation rates relating to domestic burglary, led to the initiation of a variety of schemes by both Carlisle CDRP and Eden CDRP (at this point separate bodies) intended to reduce both peoples fear of crime (particularly burglary) and the risk of victimisation (particularly repeat victimisation).

The second Crime and Disorder audit conducted in 2001 identified that domestic burglary was again the crime people feared most, and that despite this crime type reducing significantly in the Eden area, fear of victimisation had increased by 11% since the last survey.

Ad hoc inspections of the projects sponsored by the now merged Carlisle and Eden CDRP were conducted in August 2001, September 2002, and February 2003. The inspections were carried out in order to quality check the services. All stakeholders (contractors and users) provided data for a series of reports that provides the core of analysis below.

Each inspection raised concern over the management of projects, benefits being gained, and their cost effectiveness.

Analysis:

There were five projects reviewed. The key findings are highlighted below;

Care & Repair –

This scheme provided basic security measures to domestic burglary victims, aged 18 – 60, who lived in private accommodation, and who were in receipt of certain social security benefits. It was funded wholly by Carlisle City Council, and only operated within that Districts boundary. A Local Residential Social Landlord delivered the project on behalf of Carlisle City Council.

Between August 1999 and 2001, 1193 Domestic Burglaries were recorded in Carlisle District. During the same period only 42 visits were conducted under the scheme, at an average cost in 2002/3 of £314.

Client data was shared, but evaluation of effect was ad hoc. Complex and restrictive referral procedures were blamed for limited use.

M.A.R.V.E.L.- (Mobile Alarm Repeat Victimisation Elimination) –

Again a project operating only in Carlisle District, this time funded by Carlisle CDRP (pre merger). This project provided mobile alarm units to burglary victims for a period of six weeks following the offence. The alarms were monitored by a Local Authority 24 hour home help service. Funding permitted up to 104 installations a year.

Referral rates were poor throughout the projects life. Deployment averaged out at little more than 50% (though the budget was drawn down regardless of use). The main causes of this were restrictive access criteria, which when recognized and changed, created confusion in operational police officers minds, resulting in dismissal as an option when attending incidents.

At one stage, a member of the police Community Safety Unit managed referrals on a daily basis. The result was to achieve a 100% use of available alarms, but the measure was not sustainable.

Customer satisfaction surveys, conducted by the service provider on removal of the alarm, reported 100% satisfaction with the service and product. Lack of capacity and poor project management, meant that analysis of impact on repeat victimisation did not occur.

Distraction Burglary Initiative

This scheme, inspired by a Home Office (HO) led national distraction burglary initiative, was launched in October 2001. It followed the HO national good practice guide by issuing a package of crime prevention gadgets and literature intended to protect selected elderly and vulnerable people in the communities of Carlisle and Eden, from bogus callers and doorstep fraudsters. Access to the project was therefore limited to the over 55's, with additional elements added in to prioritize referrals. As with other schemes, the complex access criterion was to hinder referrals, rather than help the process.

£26,136.75 of CDRP funds were granted for the provision of 500 packages, split 333 / 167 Carlisle and Eden respectively. Different Residential Social Landlords (RSLs) in the two Districts, were the delivery agents of the project

In both Districts take up was poor. Twelve months after launching the scheme, the Carlisle RSL had visited only 101 clients from a target of 333 clients, and by February 2003, 16 months after launch the Eden RSL reported 71 installations from a target of 167.

There was no evaluation of the impact of this project.

Home Safe scheme

This scheme was set up to provide a comparable *Care & Repair* service in Eden District. In March 2001, Carlisle and Eden CDRP provided a grant of £12,000 for the provision of support to 100 homes in the Eden area. An additional £10,000 was provided in February 2002. The same RSL that delivered the Distraction Burglary Initiative was commissioned to deliver this project.

An audit of the RSL accounts in January 2003 found that almost two years after the project had commenced, only 76 residents had benefited from this scheme. The service provider produced invoices totaling £16,000 for these installations. This dramatically exceeded the projected costs, the average being £210.53 per visit. In the most extreme case the invoice for work was £604.37. However, there was no definition of work to be undertaken, or limit set.

The service provider acted as the conduit for referrals, sub contracting work to external contractors, then checking the quality of work after completion. This added substantially to the management costs.

S.H.I.R.P.A. - (Safer Homes in Raffles and Petheril Bank Areas)

The Project aimed to install 250 Domestic Surveillance Cameras at households in identified hotspot areas to reduce opportunities for victimisation, provide reassurance and improve the quality of life of residents. Analysis of MO's indicated that entry was predominantly via the rear. Domestic surveillance cameras were offered to residents in the area as a preventative measure.

The total cost of the project was £27,525.10 (sourced from the Communities Against Drugs fund).

Burglary rates fell at a higher rate within the project area than elsewhere in district. An evaluation in 2004 was unable to conclude the cause of this, but the project rightly claimed a degree of credit.

Common threads that emerged across all the schemes reviewed are best summarized as;

- Multiple, complicated and restrictive referral systems stifled access and awareness.
- Despite efforts to improve referral procedures and awareness, schemes remained under used.
- Funding was paid 'up front' producing low returns on investment where providers were not held to account.
- There was little control in respect of 'cost per visit', resulting in vastly differing product installation, exaggerating the already poor return on investment.
- Lack of dedicated resources resulted in sub standard management of projects
- The commissioning body (principally CDRP), were lax in obtaining data from the service providers, and had limited evaluation plans, resulting in poor performance data

Response:

Scrapping all such services was considered but quickly dismissed. Whilst there was limited evidence that the scheme had reduced victimisation, satisfaction rates within clients was high, and all partners were devoted to providing a quality service that raised the profile of the CDRP, reduced the risks of victimisation and helped tackle peoples fear of crime.

Analysis clearly indicated that a single non-discriminatory service, with dedicated administrative support, with (preferably) roots in the Police service, (that enabled access to current crime and incident data), was the best option.

Before making any recommendations, members of the Police Community Safety Unit researched schemes throughout the country and consulted local service providers and stakeholder on solutions to the problems identified.

Considerations given to the research were:

- Ownership of the scheme – who ran it?
- Financing – how would a scheme be funded, and how sustainable could it be?
- Duplication of services – what services already existed? Could they be tapped in to? How would an additional Handy van scheme be received?

The research highlighted a variety of schemes nationally. Many were operated by charitable organisations who provided a range of service that delivered crime prevention support through funding secured from the CDRP or police. Some were operated and funded solely by police forces.

Locally, a partnership with one charity, that provided a *handy van* scheme in the areas to be covered was considered. However, the constitution of that organisation precluded provision of services to anyone under 55 years of age. This would have meant commissioning a duplicate service with another organisation to fill the voids, thus returning to the problems identified.

Finally an application, supported by a costed plan, was submitted to Carlisle and Eden CDRP Leadership Group in 2003 for the provision of a mobile response unit, staffed by a full time joiner, who would provide a small package of measures aimed at either reducing the risk of victimisation, or repeat victimisation, and reduce fears of crime.

Administration would be through a part time clerk, hosted by the police in the Community Safety Unit, funded by the CDRP.

Management of these CDRP employees would be through the Community Safety Unit Sergeant who was also on the CDRP Management team.

Reactive referrals (crime victims) would be co-ordinated through the administration clerk on a daily basis, with pro-active referrals generated through other organisation such as NHW, Age Concern, Parish Councils, Trading Standards, Victim Support & Neighbourhood Forums.

To ensure that some of the problems identified in the research were not repeated, the following measures were built into the project;

- An operational protocol with minimum standard of security for domestic properties – to guide the crime prevention fitter on the level of activity expected.
- Financial limits on work (the fitter is issued with a list of available products for use by him, and market values), where authority is required from a manager before additional work is undertaken
- Accurate records of individuals referred, the reason for referral, personal data, work undertaken, materials used
- Reporting structure into a CDRP Task Group that reviewed regular performance reports.

The CDRP agreed to fund the project with a commencement date of October / November 2003 set. The primary objectives of the project were;

- **Increase the number of residents receiving crime prevention services of the CDRP.**
 - Target – 500 to 600 visits per annum (based on research of other schemes)
 - Baseline - 360 client visits per annum (2002 / 3 reviews) - (C&R = 21 [ave p.a], MARVEL = 56, SHIRPA = 70, Distraction Burglary initiative (Carlisle) = 101 – over 11 months, Homesafe / Distraction Burglary Initiative (Eden) = 112 – over 15 month period)

- **Improve cost effectiveness of CDRP crime prevention products associated with the scheme.**
 - The projected cost per visit on application to the CDRP was £105.84 (500 visits per annum over two years)
 - Previous costs varied, but the Homesafe scheme of £210.53 was set as a baseline.
- **Improve the ability of the CDRP to assess and evidence tangible outcomes in relation to;**
 - Victimization rate in service recipients
 - Repeat Victimization rate in recipients - of less than 0.5% (5/1000) – victims of burglary.
 - Greater public awareness of CDRP activity – increase to 42% from a baseline of 38% (Carlisle) – 2001 Crime and Disorder Audit.
 - Reassure elderly residents in their own home – target 40% - 2001 Crime and Disorder Audit, only 34% of elderly people (60 – 79yrs) felt very safe alone in their own home (Carlisle).

The objectives would be evaluated utilizing Audit data, police crime and survey data, information maintained by the scheme administrator, partnership finance data, and client feedback.

The context in which the scheme was introduced should be considered to appreciate the radical nature of the response.

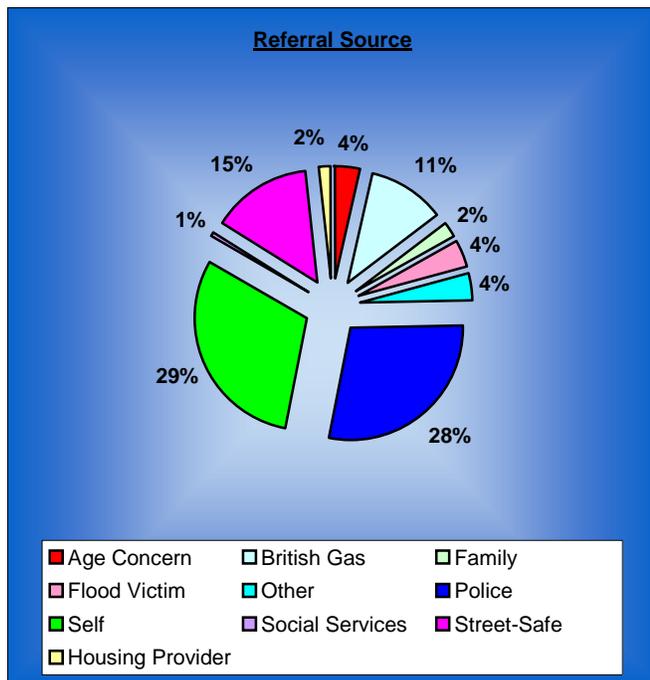
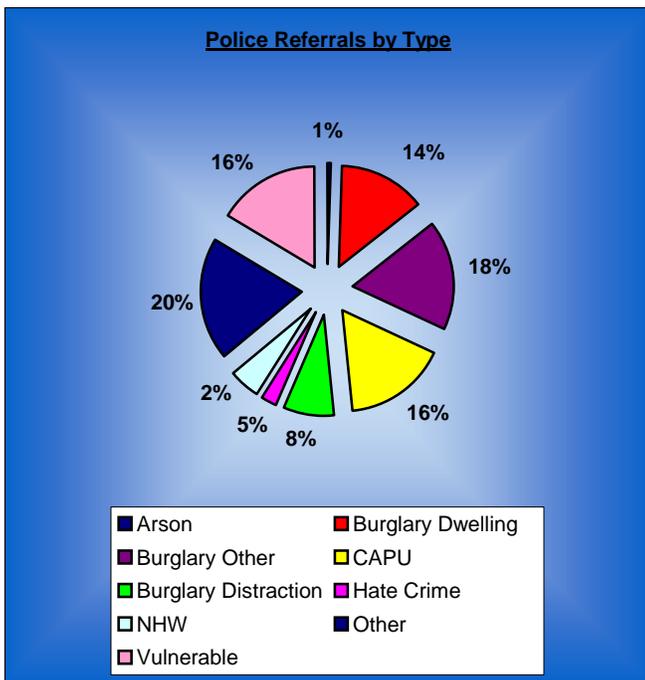
- Previous service providers and the local charity already providing a *handy van* scheme, said a mobile unit would not work due to the sparse rural nature of the Community in which it operates. This was one of the reasons unit costs of previous schemes had been so high, work having been sub contracted to local joiners, adding to expense.
- In order to maximise the cost benefits to the CDRP, income generation formed a significant part of the projects plans. Whilst not essential to success, it was a trail blazer for this partnership. The launch of 'Safer Homes' provided a springboard for the CDRP to attract external none Governmental finances.
- This style of CDRP service is unique to Cumbria.

It should also be noted that the renowned Community Safety practitioner Conal Devitt said at the National Problem Oriented Partnership Conference in 2002, that "*Innovation is not necessarily doing something original, it can be about doing the same things better*"

Assessment

The primary objectives of the project were;

- **Increase the number of residents receiving crime prevention services of the CDRP.**
 - Target – 500 to 600 visits per annum
 - Baseline - 360 client visits per annum
 - The schemes administrator maintains a database of Safer Homes clients.
 - Between the launch in November 2003 and end of March 2006, 1311 residents of Carlisle and Eden had accessed the Safer Homes scheme.



- The monthly average = $1311 \div 29 = 45$
- This gives an annual figure of = 540
- **It is claimed that the Safer Homes scheme has increased output by 50%, or 180 extra residents per annum benefiting from like CDRP products.**
- Following the first twelve months, an assessment was made which highlighted a number of successes.
- Partners however wanted the scheme to be more flexible, enabling it to tackle all elements of the CDRP Strategy (burglary dwelling was down, *burglary other* was up).
- As a consequence the project expanded it's boundaries to incorporate CDRP targeted activity, such as 'Street Safe' – installation of alarms at shed and garage burglary hotspots (191 visits), and Operation Manse (51) – security and support to Carlisle flood victims.
- See tangible outcomes below re Street Safe.

• **Improve cost effectiveness of CDRP crime prevention products associated with the scheme.**

- The projected cost per visit on application to the CDRP was £105.84.
- Baseline costs varied (Care & Repair = £314 / Homesafe scheme of £210.53). £210.53 was set.
- In the last two financial years, the costs of operating the van have been;
 - Salaries – £56,082.27
 - Vehicle hire and running costs – £7,700.72
 - Equipment – £34,582.84
 - Other (promotions etc) - £735.21
 - TOTAL = £99,101.04
- **Average cost per client = $\frac{£99,101.04}{1084}$ (clients in the two financial years) = £91.42**
- Potential cost saving to the CDRP of;
 - $£210.53 - £91.42 = £119.11 \times 1084 = \underline{\underline{£129,115.24}}$

• **Improve the ability of the CDRP to assess and evidence tangible outcomes in relation to;**

- *Victimisation rate in service recipients*
 - 1311 clients
 - 146 initial visits prompted by a burglary incident
 - 109 repeat incident (77 victims)
 - 20 Burglary (only 2 victims following Safer Homes response to burglary victimisation)
 - 28 Vehicle crimes
 - 27 Criminal Damage Other (Not inc Vehicle)
 - 6 Violent (ABH / Common Assault / Affray)

- 13 Theft Other (Not inc Vehicle)
- 15 Other (Harrassment etc)
- The CAPU (Child & Adult Protection Unit) indicates that Domestic Violence repeat victimisation runs at just over 25%, therefore it can be claimed that **the project has been successful in reducing repeat victimisation in scheme recipients – to 17.2% (10/58)**
 - Street safe - Blackwell & Currock Road results =
 - 10 shed and garage burglaries 21.4.04 to 21.4.05
 - 4 shed and garage burglaries 21.4.05 to 11.4.06 – post Street Safe
 - **60% reduction in like offences at these locations.**
- *Repeat Victimisation rate in recipients - of less than 0.5% (5/1000) – victims of burglary.*
 - $20 \div 1311 \times 100 = 1.52\%$
 - 2 repeat victims from 146 clients who received service following earlier burglary incident = 1.4% - higher than target of 0.5%, but much lower than the area average.
 - Carlisle and Eden RV rate in 2001/2 = 9%
 - Carlisle and Eden RV rate in 2005/6 (1st ¾) = 6% (based on Home Office returns supplied by Police Information management unit).
- *Greater public awareness of CDRP activity – increase to 42% from a baseline of 38% (Carlisle) – 2001 Crime and Disorder Audit.*
 - It was anticipated that the 2004 Citizens panel (Carlisle) and Police Community Survey would ask this question, as previously. This was not done.
 - A survey of 1151 Safer Homes clients asked whether they had heard of the Safer Homes scheme before being visited. Only 31% had, thus improving community knowledge of the CDRP and its products.
- *Reassure elderly residents in their own home – target 40% - 2001 Crime and Disorder Audit, only 34% of elderly people (60 – 79yrs) felt very safe alone in their own home (Carlisle).*
 - Only 30% of respondents to the Police Public consultation Survey 2005/6 felt ‘very safe’ home alone after dark.
 - 40.7% of the Safer Homes survey respondents felt ‘very safe’ home alone after dark

Conclusion:

The scheme project has been successful across all the objectives, substantially increasing the number of people accessing CDRP services, producing tangible evidence of crime reduction and reassurance through the Safer Homes scheme, and improving cost effectiveness.

It is also a good example of the benefits of scale – it is unlikely that Carlisle or Eden CDRP alone would have taken on a project of this magnitude.

In terms of the future, the project is funded through the CDRP pooled budget (additional to Government money). In the last two years, this has totalled £90,000. Carlisle City Councils contribution, £50,000 is mainstreamed in their budget, providing sustainability to the project.

The project has also provided a major opportunity for the CDRP to attract external sponsorship. In the first two years, the scheme attracted £77,304.28¹.

Taking this into account, the actual cost to the CDRP over the last two financial years has been £21,796.76, reducing the cost per visit to **£20.10**.

If the income generated, and savings claimed through unit cost reduction are added together, since November 2003, the project has produced genuine cost savings of **£206,419.52** for Carlisle and Eden CDRP.

¹ Private benefactor = £45,000, HtA = £20,000, British Gas = £10,880, Donations from scheme recipients £1,424.28